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for ordinary labor, and for labor in the building and other specified seasonal trades ten per cent of the wage. The money is to be placed in public savings banks and accumulate up to a minimum limit of one hundred marks. Of course the insured is free to add what he can to this nest egg, while employers or others can give bonuses, etc., in the form of an addition to the reserve fund. Except in the case of such contributions, specifically intended for the reserve, all above one hundred marks may be withdrawn at will. The reserve sum, on the other hand, can be intrenched on only in case of non-employment (with certain minor exceptions and limitations), and after about a week's interval. This interval is a safeguard, to some extent, against the prodigal who would drop his work to enjoy his savings. Payments, in case of non-employment, are to be made at the rate of five marks weekly if less than seventy marks are on hand, seven marks weekly if from seventy to one hundred are on hand, and eight marks when over one hundred. Any number of good years would not, however, amass a corresponding fund for an ensuing time of depression, unless the insured chose to abstain from drawing out his surplus over one hundred marks.

Certainly this plan avoids some of the difficulties of other insurance schemes. It seems to have an educational value in inducing thrift, but it is still an open question whether it offers as much hope of alleviation from suffering due to non-employment as its author seems to think. It must be added that Dr. Schanz does not see in his project by any means a panacea, but emphasizes the complexity of the problem and the need of the most varied efforts to cope with its different phases.

EMILY GREENE BALCH.

Berlin.

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*Municipal Government in Continental Europe.* \* By ALBERT SHAW.

Pp. 505. Price, \$2.00. New York : Century Company, 1895.

Questions of governmental machinery and administrative organization occupy a less prominent place in this work than in the author's book on "Municipal Government in Great Britain." It is an examination of Continental cities and city life from the social and

\*The book contains nine chapters and three appendices, the subjects of which are as follows :

I. Paris : The Typical Modern City ; II. The French Municipal System ; III. The System of Belgium, Holland and Spain ; IV. Recent Progress of Italian Cities ; V. The Framework of German City Government ; VI. Municipal Functions in Germany ; VII. The Free City of Hamburg and its Sanitary Reforms ; VIII. The Transformation of Vienna ; IX. Budapest : The Rise of a Metropolis.

Appendices : I. The Budget of Paris ; II. The Budget of Berlin ; III. The French Municipal Code.

economic rather than from the administrative point of view. The author's skillful method of presentation and remarkable faculty for the co-ordination of facts will arouse the interest of many persons outside the small circle particularly interested in municipal problems. To the sociologist, the economist and statistician, the book offers a mass of valuable information, the result of Dr. Shaw's personal investigation. To the lay reader it affords a picture of the present condition of those great centres of population which are the most distinct expressions of our modern civilization. In Dr. Shaw's two works we have for the first time a clear and unprejudiced description of the municipal activity of foreign cities, free from any suspicion of theses to be proven or panaceas to be recommended. Throughout the book the author allows facts to speak for themselves, although here and there he is naturally compelled to express personal views as to the significance of these facts and the probable results of social movements and tendencies in government.

In this work the reader is impressed with the revolution which city life is gradually effecting in the daily routine of the population. The close interdependence of the social units and the intimate connection between individual action and social welfare, have given a new meaning to individual freedom on the one hand, and to governmental interference on the other. Municipal progress in Europe has been attended with increasing restrictions upon individual action. The chapters on Paris and the German cities are sufficient to convince one that this does not mean an absolute curtailment of the freedom of the individual, but simply the limitation of his right to "do as he likes," the purpose being the fuller development of the community as a whole and of the individual as one of its constituent parts. In this connection it is interesting to examine the methods adopted in Continental cities which have produced the imposing street effects that are the source of never ceasing wonder and admiration to the visitor at Paris or Vienna. In the matter of building, for instance, the individual was subordinated to the great plan intended to secure general artistic effects, and to this extent individual whim and fancy were restricted. In effect, the community said to the individual: "We have here a great scheme of communal importance. The result of its complete execution will be to give us the most magnificent street system in the world. We cannot afford to endanger its execution by allowing the individual to mar the general effect, and it shall, therefore, be a condition for the erection of shops or dwellings that the general plan be complied with." Another instance of this spirit in city administration is given in the author's description of great sanitary reforms which have been effected within recent

years in most of the large cities. In deciding these questions, no such narrow view of "public use and utility" as is laid down by the American courts was adopted, but the city has been permitted to extend its right of eminent domain in the solution of questions of fundamental social importance where American cities are hampered by constitutional and judicial restrictions.

The discussion of the finances of German and French cities brings out clearly the care that has been exercised in guarding every resource of the municipality. This is especially true of the German cities, where a spirit of economy and careful financial management has prevailed which is shown in the present relation between total revenue and taxation. Perhaps the best illustration of this spirit is found in the system of granting franchises to private corporations. From the very outset it has been seen that whatever the conditions of the grant the city must, at all costs, be able to maintain a strict control over the policy of the company, and at all times be in a position to assert its rights. As a result, the creation of monopolies through the consolidation of individual companies has been very generally favored by European municipalities, owing to the possibilities of increased financial returns from such consolidated companies. The limited term for which such franchises are granted, the system of payments of the companies to the city, and the public control over the method of accounting, have all contributed to increase the power of the city authorities. It is hardly necessary to refer to the contrast with the conditions in most of our American cities, where, as was recently illustrated in the case of Philadelphia, the city finds itself almost helpless in maintaining control over the policy of individual companies, and still more helpless when consolidation has created a monopoly.

In Dr. Shaw's descriptions of the great Continental capitals, one is impressed by the large number of municipal institutions which we in the United States are accustomed to regard as entirely beyond the scope of municipal activity. Municipal savings banks are so common as to attract little special attention, although the application of their profits to works of public utility is extremely significant and instructive. The monopoly of the market and slaughter-house business has been very generally assumed by foreign municipalities, and as a result the food supply has been cheapened in price and improved in quality, the careful inspection serving as a guarantee to the latter. The fact that in some cities such services as fire insurance, steam heat and hot water supply have been assumed by the municipality, tends to confirm the author's statement with regard to German cities that, "the community, organized centrally and officially, is a far more

positive factor in the life of the family and of the individual than in America."

With this view of municipal activity the question naturally arises, How is the unity of the European state maintained? How does the central government assure itself that this unrestricted activity of the cities shall remain in harmony with the interests of the state at large? This question gives rise to a consideration of the system of central control exercised over European cities. As has been pointed out by Professor Goodnow in his work on "Comparative Administrative Law," the method of control is of an administrative character. Instead of subjecting the cities to such uncertain and haphazard supervision as is exercised by the State legislatures in our system, we find a hierarchy of higher administrative officials or boards, permanent in character, and with continuity in policy, which, while acting as a safeguard to the interests of the state, leave a wide field of independent action to the municipality.

As noted above, the author allows administrative questions to remain in the background. In dealing with these questions he clearly shows the advantages of a highly organized civil service. Without it the form of government in most European cities would be unworkable; far more so in fact than the American system. In the former, municipal authority is concentrated in an elective council. The executive is generally elected by and dependent upon the council for the full exercise of powers. However sudden may be the changes in such assemblies there is always a highly organized machinery in the civil service system to carry on the work of government. That this form of government by councils should have produced such satisfactory results, when contrasted with the experience of American cities, furnishes a hint as to the place which "machinery of government" should occupy in a discussion of the municipal problem. It is true that in many countries of Continental Europe, notably Germany, Austria and Italy, universal suffrage has not become a part of the political system, which in many ways has simplified the question of government.

Dr. Shaw's chapters on Belgian, Dutch, Italian and Spanish cities give an extremely interesting account of the recent progress and development in those countries. They show the struggle to adapt old forms to modern needs. It is impossible, within the limits of this review, to dwell upon the wealth of facts there presented.

Any criticism of Dr. Shaw's work must have reference mainly to matters of detail. At times he looks upon the condition of some European cities—and this remark applies especially to Paris—with a somewhat exaggerated optimism. Furthermore, many questions

which are extremely complicated, requiring for their solution long continued efforts and probably much unsuccessful experimentation, the author often regards as extremely simple. He does not seem fully to appreciate the fact that with the extension of the suffrage a great strain will be placed upon the present system of government in Germany and Austria. Furthermore, his description of the German system of city government fails to take sufficiently into account the fact that the administrative "deputations," namely, those committees or boards composed of members of the executive board, municipal council and private citizens, constitute the central feature of the German system. They exercise the detailed control over their particular department, and it is due to the faithful discharge of their duties that efficiency has been combined with economy.

With this reservation, it may be said that this work and the author's "Municipal Government in Great Britain," constitute the most accurate and, in fact, the only satisfactory description of municipal institutions that has been given to the American or European public. It leaves room for detailed monographs on special topics, but, as a general summary, is a model of style and arrangement.

L. S. ROWE.

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*Geschichte des Socialismus und Communismus im 19 ten Jahrhundert.*

III. Abteilung: *Louis Blanc*. By Professor Dr. WARSCHAUER. Pp. 163. Price, 2 marks. Berlin: Hermann Bahr, 1894.

This is the third installment of Professor Warschauer's history of socialism, the earlier volumes dealing respectively with Saint-Simon and Fourier. The first forty pages present a brief review of Blanc's earlier literary work. Then follows in sixty pages an account of his activity during the February revolution, and his contribution to the attempt to appropriate the results of the revolution in the interest of the working classes. It is here that Professor Warschauer's narrative suggests the presence in the records of the Luxemburg deliberations of material of great value to the student of later industrial movements. Little space is devoted to the effort to establish the *ateliers sociaux* according to Blanc's design; and this treatment is justifiable, because Blanc's plans were put into execution under circumstances unfavorable to success, and their inevitable failure under these conditions has little or no bearing upon the question of their practicability.

What the reader will find of greater interest and value is the account of the success which attended the efforts of the labor commission, established in March, 1848, to adjust disputes which had arisen between laborers and employes. The establishment of a bureau of employment; the necessity of determining the proper outlet for prison labor;